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ABSTRACT

The California State Job Training Coordinating Council (SJTCC) appointed a youth subcommittee to determine the role that the SJTCC should play in preventing inadequate skill development and lack of jobs from destroying the working lives of California's high-risk youth. The subcommittee identified the state's high-risk youth as those who have dropped out of school and have not completed remedial equivalents; those who have serious educational deficiencies after completing high school; and those pupils whose frequent absenteeism places them at risk of dropping out of school. It was found that although erratic work and unemployment are not seriously detrimental to most young people, a growing subgroup of hard-core unemployed and unemployable youth are confronting major problems as they attempt to enter and remain in the labor force. The combination of increasing numbers of high-risk youth and the declining size of the youth population as a whole makes the problem of high-risk youth critical to the success or failure of California's economy. To help remedy the problem, the SJTCC must take steps to improve administration of Job Training Partnership Act funds and leverage other funds for the benefit of high-risk youth. For this reason, the youth subcommittee formulated nine specific recommendations pertaining to the use of discretionary funds involving youth, performance standards, incentive rewards, program design for job training of high-risk youth, program content for serving high-risk youth, work experience programs for high-risk youth, long-term study and evaluation, involvement of the business community, and involvement of state agencies serving youth. (MN)

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TOMORROW'S WORKERS AT RISK

PRESENTED BY

THE CALIFORNIA STATE JOB TRAINING COORDINATING COUNCIL

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RESOLUTION OF COMMITMENT TO PREPARING YOUTH FOR EMPLOYMENT

The California State Job Training Coordinating Council, in response to the findings of its Youth Subcommittee and its long standing commitment to preparing youth for productive employment, resolves to act decisively to prevent failure in the labor market among young people.

WHEREAS almost one-third of California's youth aged 14 to 24 fall within a "high risk" group categorized by a serious lack of the basic skills and experience needed to gain and hold productive jobs;

WHEREAS continued failure of today's "high risk" youth to acquire a basic foundation of skills and experience will make them dependent rather than independent members of society with serious human and economic costs;

WHEREAS the competitive strength of California's economy is threatened by a lack of qualified entry level workers due to the declining size of the youth population and rising incidence of "high risk" characteristics; and

WHEREAS rigorous evaluation of past and current programs document that effective combination and administration of services can significantly reduce the problems confronting "high risk" youth.

BE IT THEREFORE RESOLVED that the California Job Training Coordinating Council (SJTCC) places high priority on efforts to combat the problems of "high risk" youth. The SJTCC will vigorously identify and implement actions to provide "high risk" youth with the basic skills and experience necessary to obtain and keeps jobs that will make productive contributions to California's economy. Where necessary, the SJTCC will reassess current priorities and commitments, advocate changes in state and federal laws, and develop effective cooperation among public and private institutions to attack the growing problem of "high risk" youth.

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Executive Summary

INTRODUCTION

A growing portion of today's youth are being inadequately prepared for the demands of the labor market. This serious problem affects more than the future of individuals. It has serious implications for the future of our state's economy. The awesome number of young people who are failing to achieve the basic skills and experience required for employment represent one-third of those aged 14 through 24. They will repair the cars, build the homes, and provide clerical services for the hospitals of the future. Whether our society works will depend upon whether they work.

This report addresses the question of how we might better assist "high risk" youth to prepare themselves for the world of work. This task has been pursued in five steps. First, the background and purpose of this report will be specified. Second, the characteristics and size of California's high risk youth population will be described. Third, the reasons for labor market failures among high risk youth will be examined. Fourth, reasons for the past success and failure of programs designed to serve high risk youth will be summarized. Fifth, recommendations are proposed to prepare today's youth to become tomorrow's workforce.

I. BACKGROUND AND PURPOSE OF REPORT

The State Job Training Coordinating Council (SJTCC) has appointed a Youth Subcommittee composed of council members as well as respected practitioners from across the state. This committee is charged with making specific recommendations to the full Council about the role the SJTCC should play to prevent inadequate skill development and lack of jobs from destroying the worklives of thousands of today's youth.

II. WHO ARE CALIFORNIA'S HIGH RISK YOUTH?

The subcommittee generally defines "high risk youth" as those experiencing multiple barriers which seriously jeopardize their immediate and long-term employability.

A. Focusing the Definition

The Youth Subcommittee more specifically defines "high risk youth" as those who have dropped out of school prior to completing a high school diploma and have not completed remedial equivalents, those who have serious educational deficiencies after completing high school, and those pupils who are susceptible to frequent absenteeism, truancy or tardiness, or have the potential to dropout from school for, among other factors, pregnancy or marriage, criminal activities, financial needs, dislike of school, classes or teachers, lack of basic skills, disciplinary problems, low self-esteem, emotional or physical problems, or feelings of alienation. For purposes of prioritizing action, this definition is further restricted to those confronting "multiple barriers" to labor market success. Thus, the subcommittee stresses that attention be focused on youth who have dropped out or failed to complete schooling *and* also confront problems with minority status, criminal offenses, teenage pregnancy and parenthood, alcohol and drug abuse, physical and mental handicaps, or poverty. For purposes of this report, the Subcommittee also defines "youth" as young people between the ages 14 and 25.

B. Profile of Labor Market Failure

Data show that erratic work and unemployment are common among youth, and not seriously detrimental to most young people. About one-fifth of youth seeking jobs are unemployed, with the rate rising and falling according to economic conditions. Most youth are unemployed for less than three months, and ultimately move into steady jobs.

A growing sub-group of hard core unemployed and unemployable youth, however, confront major problems entering and remaining in the work force. About a quarter of these youth remain jobless most of the time. They find a job only with great difficulty, and usually quit or are fired within months. They constitute a significant portion of the unemployed population at any time. Others never seek legitimate jobs and are therefore not counted in unemployment statistics. Youth from both these groups present the greatest burden to the criminal justice and welfare systems.

These "high risk" youth commonly come from low income families, have poor basic skills, and have no steady work history. A disproportionate number are Black and Hispanic. As already noted, important subgroups include young persons dealing with teenage pregnancies and single parenthood, current or recent incarceration, alcohol and drug abuse, physical and mental handicaps, and poverty. The barriers facing these subgroups clearly establish them as "the core" of California's "high risk" youth.

C. Magnitude of the Problem

What is the magnitude of the "high risk" youth population? Available data provide numbers of youth experiencing problems commonly associated with "high risk" status. However, the overlapping nature of these problems (i.e. handicapped youth may also have poverty status, etc.) makes it impossible to arrive at a precise total number. Existing data indicates that California had at least 1.4 million "high risk" youth during 1984.

D. Significance of the Problem

The high risk youth problem presents a serious problem which goes beyond failure and hardship for countless individuals. Our response to this problem may determine the success or failure of California's economy in an increasingly competitive marketplace. The declining size of the youth population makes high risk youth an inescapable source of tomorrow's workers. If they are ill prepared to work, our economy will not work.

III. THE ROOTS OF YOUTH UNEMPLOYMENT

Why are a significant number of youth unable to find or hold steady jobs? Clearly, the problems of unemployed youth vary. The handicapped, pregnant teenagers, youth offenders, alcohol and drug abusers, and dropouts will all confront different barriers to labor market success. Yet there is also a common thread of problems which confront all these groups.

Employment opportunities for youth are largely dependent on the economy and growth of job openings. In the recent past, there simply have not been enough jobs to go around. As a result, unskilled and inexperienced youth have been unable to compete successfully with other job applicants.

At the same time, inability to find work is linked to the skills of job seekers. The SJTCC believes that attention to these "supply side" problems can accomplish a great deal in the ongoing battle against joblessness.

Even in prosperous economic times, there are a number of "supply-side" characteristics that keep youth unemployed. Four characteristics which are particularly detrimental to the employability of youth are **(A)** literacy and basic skill deficiencies, **(B)** lack of job search skills, **(C)** lack of work maturation skills, and **(D)** lack of specific job skills.

The impacts of these four shortcomings are dramatized by youth unemployment rates. School dropouts are almost twice as likely to be jobless as those continuing or completing school. Unemployment among Black youth, who have a greater incidence of poverty and poor preparation for work, is almost twice that of their White counterparts.

These four barriers also underscore the vicious cycle of defeat confronting high risk youth. Without adequate skills and maturing experience they cannot compete successfully for a foothold in the world of work. Without a foothold of employment or remedial skill development, they cannot hope to find decent and stable jobs during adulthood.

IV. WHAT HAS BEEN TRIED AND WHAT WORKS

Since the establishment of the first major post-war job training program in the early 1960's, a variety of approaches to reducing youth unemployment have been tried. Chief among these have been job search instruction classes, literacy and basic skill instruction classes, public sector work experiences, private sector work experiences, vocational and on-the-job training, and combinations of approaches. Various combinations of these approaches are currently found in many of California's youth and youth-adult training programs.

Programs and expenditures to prepare youth for work are spread thinly among eligible youth. In 1984, expenditures approached $2 billion for California. About 35 percent of these expenditures dealt solely with youth and the remaining 65 percent with both youth and adults. When one considers that there are at least 1.4 million youth "at risk" in California, the monies available range somewhere between $475 and $1,370 per capita.

Numerous evaluations have been made of these programs. One major conclusion is that there is no "right" approach. Each approach involves tradeoffs among short and long-term labor market success, costs and benefits, and human development and economic productivity.

However, "lessons" have emerged from the experiences of these programs. These lessons come from volumes of research and observations made by experienced practitioners. Two general lessons standout. First, it is commonly agreed that there are no "quick fixes" for the crippling problems of high risk youth, and that most high risk youth require extensive and prolonged assistance. Second, funding will never be adequate to seriously attack all youth problems, making it necessary to target resources. Beyond these two broad observations, a number of specific "lessons" have been learned concerning the characteristics of successful youth programs.

A. Common Ingredients of All Successful Programs

Successful programs, whether they deal with skill-literacy or job training, typically evidence a common core of traits:

(1) Partnerships Between Government, Business and Education

(2) Effective Identification and Recruitment

(3) Assessment of Aptitudes and Skills

(4) Competency Based Training Related to Work:
- *Basic Skill-Literacy Training*
- *Socialization for Work*
- *Job Skill Training*

(5) Encouraging Environment and Constructive Feedback

(6) Strong Capacity for Job Placement

(7) Contact and Troubleshooting During and After On-Site Training

(8) Evaluation of Long-Term Impacts and Mechanisms for Program Adjustment

B. Ingredients of Specific Types of Successful Programs

Specific program types evidence characteristics which promote success. Basic skill literacy programs function best when participants are convinced that the program will have real impacts on their lives, emphasis is placed on reading and writing skills, and classroom training is complemented with computer assisted instruction. Work experience programs have succeeded when work assignments are "real" (i.e. real pay and real responsibilities), work experience is disciplined and effectively supervised, and participants are explicitly informed about work obligations. Summer youth employment programs have had the greatest impact when they are linked closely with remedial basic skill-literacy training.

C. What Does Not Work?

Programs designed to attack the difficult problems of high risk youth confront barriers to success. Key barriers have included overly optimistic expectations and commitments, excessive emphasis on job placement over assisting youth who are in greatest need, unrealistic "quick fix" timeframes, absence of long-term involvement and incentives for participants, and inadequate interagency cooperation.

V. RECOMMENDATIONS

A strong consensus exists among Youth Subcommittee members for making youth a central mission of the SJTCC. Priority attention and substantial resources should be directed to services for high risk youth.

This "resources" issue cannot be overlooked. There will never be sufficient resources to fully tackle the problem. Thus, it is important to make better use of existing funds for the youth group most in need. The Youth Subcommittee is especially interested in those JTPA youth funds for which the SJTCC has statutory responsibility.

The recommendations of this report focus on what the SJTCC itself can do to better administer JTPA funds and to leverage other funds for the benefit of "high risk" youth. Some will require modest expenditures, others more significant ones. The Youth Subcommittee recommends that the Council act to achieve the following recommendations:

Recommendation 1

USE OF DISCRETIONARY FUNDS INVOLVING YOUTH

When funding programs intended to serve youth in general, the State Council will give priority to those targeting high risk youth.

Recommendation 2

PERFORMANCE STANDARDS

The State Council directs its staff to determine if increased services to high risk youth will negatively impact the ability of Private Industry Councils to exceed performance standards. If existing performance standards impair service to high risk youth, the State Council will explore approaches for removing disincentives to serve high risk youth as defined in this report.

Recommendation 3

INCENTIVE REWARDS

The State Council directs staff to research ways of providing incentive funds which will reward Private Industry Councils which exhibit high success in serving high risk youth.

Recommendation 4

PROGRAM DESIGN FOR JOB TRAINING OF HIGH RISK YOUTH

In making decisions regarding the expenditure of discretionary funds for youth programs, the State Council will give priority to those programs exhibiting ingredients identified in this report as necessary for preparing high risk youth for long-term employment **(See Exhibit 2).**

Recommendation 5

PROGRAM CONTENT FOR SERVING HIGH RISK YOUTH

The State Council will encourge the inclusion of intensive literacy training as a critical element of the employment and training programs designed to serve high risk youth.

Recommendation 6

WORK EXPERIENCE PROGRAMS FOR HIGH RISK YOUTH

The State Council will support the development of model programs which combine work experience with remedial training, and will encourage use of these models in the 1986 Summer Youth Employment Programs.

Recommendation 7

LONG TERM STUDY AND EVALUATION

SJTCC policy should provide long-term commitment to an ongoing and more detailed study of long-term program outcomes, and application of study results to the planning and review of programs.

Recommendation 8

INVOLVEMENT OF THE BUSINESS COMMUNITY

The State Council requests its Marketing and Liaison Committee to develop strategies to encourage significant and regular business participation at all levels of the JTPA program.

Recommendation 9

INVOLVEMENT OF STATE AGENCIES SERVING YOUTH

The State Council urges all state agencies serving youth to prioritize services to high risk youth and incorporate into the programs they fund or operate those elements outlined by this report which produce effective programs.

CHALLENGE TO ACTION

The Youth Subcommittee urges the creation of partnerships among business, communities and government to act decisively concerning the recommendations put forth in this report.

This is no less than an appeal for the future of millions of young people and our state economy. The quality of California's workforce during the 1990's will depend on actions that cannot be postponed. California employers will find it increasingly necessary to recruit entry level workers from a declining pool of young job seekers. In 1975, persons aged 14 to 24 amounted to 32 percent of California's working age population. In 1990, this same age group will provide only 23 percent of the working population.

If current trends continue, a growing portion of this shrinking pool of entry level workers will be "high risk youth" who are ill prepared for the responsibilities of employment. This is the workforce that will drive or undercut the power of the California economy in the 1990's. Without strong action to prepare our youth for the challenges of tomorrow, the prosperity of our state will be "at risk".

Introduction

A significant and growing portion of today's youth are in danger of being inadequately prepared for the demands of the labor market. If effective action is not taken, many will be unable to bridge the gap into productive adulthood.

We are dealing with more than the future of individuals. We are dealing with the future of our state's economy and society itself. The awesome number of young people who are failing to achieve the basic skills and experience required for employment represent one-third of those aged 14 through 24. They will repair the cars, build the homes, and provide clerical services for the hospitals of the future. Whether our society works will depend upon whether they work.

This report addresses the question of how we might better assist "high risk" youth between the ages 14 and 24, who are experiencing multiple barriers to employment, to prepare themselves for the world of work. This task has been pursued in five steps. First, the background and purpose of this report will be specified. Second, the characteristics and size of California's "high risk" youth population will be described. Third, the reasons for labor market failures among "high risk" youth will be examined. Fourth, reasons for the past success and failure of programs designed to serve high risk youth will be summarized. Fifth, recommendations are proposed to prepare today's youth to become tomorrow's workforce.

I. Background and Purpose of Report

Recognizing that the lives and future contributions of large portions of youth are seriously "at risk", the State Job Training Coordinating Council (SJTCC) has appointed a Youth Subcommittee composed of council members as well as respected practitioners from across the state. This committee is charged not merely with issuing another report, but with making specific recommendations to the full Council about the role the SJTCC should play to prevent inadequate skill development and lack of jobs from destroying the worklives of thousands of today's youth **(See Exhibit 1)**.

At the onset, the subcommittee found it necessary to set some boundaries for its mission. First, it decided to focus on broad policy directions concerning all Job Training Partnership Act (JTPA) programs dealing with youth, and to avoid recommendations dealing with operational details. Second, the subcommittee felt it necessary to deal primarily with job training and placement, not job creation. The Youth Subcommittee recognizes that the demand for workers is a critical determinant of employment opportunities. However, policy recommendations in this later area would exceed the statutory role of the SJTCC.

Exhibit 1

Youth Subcommittee Mission and Activities

Mission of Youth Subcommittee:

To recommend policy to the SJTCC to meet the needs of disadvantaged youth and those experiencing barriers to employment as they prepare for work.

Activities of Youth Subcommittee for 1985-86:

(1) Provide input to and receive all departmental and agency reports on youth employment.

(2) Review all legislation pertaining to youth employment.

(3) Develop and publish a SJTCC report on employment preparation of disadvantaged youth and others experiencing barriers to employment.

(4) Encourage adoption of SJTCC policies recommended in the youth employment report to all state agencies.

(5) Emphasize basic skill remediation as a fundamental component of any employability development activity.

(6) Identify model youth programs as demonstration sites.

(7) Review and disseminate information on youth issues:

- Minority and youth employment
- Urban and rural youth
- Handicapped youth
- Teenage parents
- Dropouts and potential dropouts
- Incarcerated youth
- Out of school youth
- Youth substance abusers

(8) Review and comment on JTPA youth performance standards.

The Youth Subcommittee has also endeavored to build upon the lessons of the past. The desks, bookcases and file cabinets of people involved in employment and training over the past decade are filled with reports about youth employment problems. During this decade, a number of major national efforts were launched that resulted in the expenditure of hundreds of millions of dollars to attack and research this problem. The Youth Subcommittee has reviewed these reports, heard testimony from experts, and examined the situation in California. As a result, it has reached some conclusions about the nature of the problem and also about the policy directions the SJTCC should take.

II. Who are California's High Risk Youth?

The subcommittee generally defines "high risk youth" as those experiencing multiple barriers which seriously jeopardize their immediate and long-term employability. Without effective intervention, such youth are not expected to obtain the skills and experience necessary for self-supporting and productive adulthoods.

"High risk youth" have been commonly defined as those experiencing some type of alienation or disconnection from the institutions that prepare young people for work and adulthood.[1] Because JTPA is mandated to deal with disadvantaged youth experiencing difficulties moving into the world of work, and the need to marshall limited resources to meet the greatest needs, the subcommittee believes that it is necessary to focus on the core of the "high risk youth" population who are confronting multiple barriers to labor market success.

A. FOCUSING THE DEFINITION

The Youth Subcommittee more specifically defines "high risk youth" as those youth who have dropped out of school prior to completing a high school diploma and have not completed remedial equivalents, those who have serious educational deficiencies after completing high school, and those pupils who are susceptible to frequent absenteeism, truancy or tardiness, or have the potential to dropout from school for, among other factors, pregnancy or marriage, criminal activities, financial needs, dislike of school, classes or teachers, lack of basic skills, disciplinary problems, low self-esteem, emotional or physical problems, or feelings of alienation.[2] For purposes of prioritizing action, the subcommittee further restricts its working definition of "high risk youth" to those confronting "multiple barriers" to labor market success. Thus, the subcommittee stresses that attention be focused on youth who have dropped out or failed to complete schooling *and* also confront problems with minority status, criminal offenses, teenage pregnancy and parenthood, alcohol and drug abuse, physical and mental handicaps, or poverty.

For purposes of this report, the Subcommittee also defines "youth" as young people between the ages 14 and 25. The lower age limit is the minimum age for receiving services under the Job Training Partnership Act. The upper limit reflects the reality that many young people over age 21 experience major problems gaining a foothold in the workforce. This is particularly true for those with criminal records, serious handicaps, early pregnancies and incomplete schooling. High risk youth of this age frequently have gained enough maturity to make major gains through well designed programs.

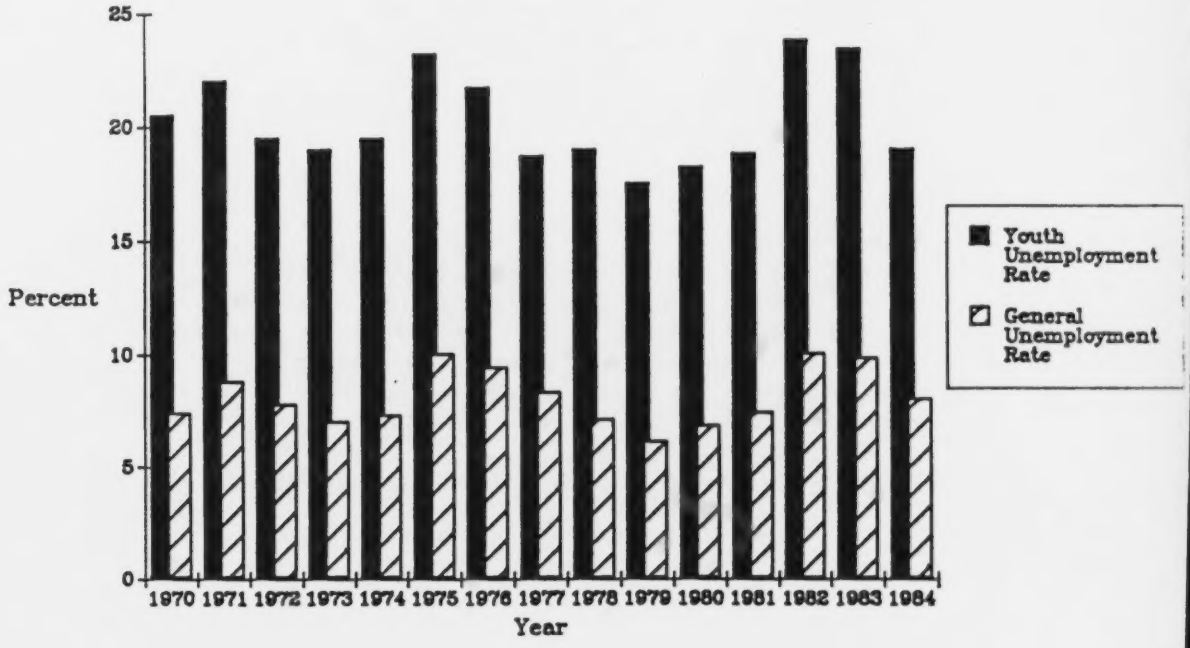
B. PROFILE OF FAILURE IN THE LABOR MARKET

Data show that erratic work and unemployment are common among the youth population, and not seriously detrimental to most young people. About one-fifth of youth seeking jobs are unemployed, with the rate rising and falling according to the overall state unemployment rate **(See Chart 1)**. The majority of these youth are unemployed for less than three months, and, as they move into their twenties, generally move into steady jobs.[3]

Chart 1

COMPARISON OF UNEMPLOYMENT RATES FOR CALIFORNIA YOUTH AND TOTAL POPULATION

(Annual Averages, 1970-1984)



The hard core unemployed and unemployable youth, however, confront major problems entering and remaining in the work force. While special analysis is necessary to obtain state and local trends, national studies show that a quarter of unemployed youth remain jobless most of the time.[4] These youth find a job only with great difficulty, and usually quit or are fired within months. Though relatively small in number, they constitute a significant portion of the unemployed population at any time. Another group of high risk youth never seek legitimate jobs and are therefore not counted in unemployment statistics.[5] Youth from both these groups present the greatest burden to the criminal justice and welfare systems.

The characteristics of youth confronting the spectre of serious employment problems throughout their worklives are well documented. Gordon Berlin of the Ford Foundation recently described these youth to a Congressional Committee:

> "A relatively small group of mostly minority youth with low education levels, who are frequently dropouts residing in central cities with decaying employment opportunity structures constitute the core of the youth employment problem."[6]

These "high risk" youth commonly come from low income families, have poor basic skills, and have no steady work history. A disproportionate number are Black and Hispanic. As already noted, important subgroups include young persons dealing with teenage pregnancies and single parenthood, current or recent incarceration, alcohol and drug abuse, physical and mental handicaps, and poverty. The barriers confronting these subgroups clearly establish them as "the core" of California's high risk youth:

- California's youth unemployment rate for 16 to 19 year old youth differs strikingly by race.[7] In 1983, White youth unemployment was near 23 percent while Black and Hispanic youth unemployment averaged 46 and 28 percent respectively **(See Table 1A of Appendix)**.[8] For 20 to 24 year olds, the rates declined somewhat, but remained high at 13 percent for Whites and 27.2 percent for Blacks.[9] While special research is necessary to develop data for other minorities, it is likely that non-white youth have higher than average unemployment rates. The duration of unemployment is also greater for minority youth. More than two-thirds of all unemployed youth will be employed within three months.[10] One recent study found that 48 percent of inner city Black youth were unemployed at any given point in time, and that 20 percent had been unemployed for most of the year.[11] Further, California's minority youth population is growing both absolutely and as a percentage of all youth. Minorities as a proportion of all school aged youth will increase from 42 percent in 1980 to 52 percent by the year 2000.[12]

- The size of California's youth offender population dramatizes the legacy of stigmatized youth. An average of about 110,000 young people under age 25 are incarcerated or on probation by state juvenile and adult agencies each year (See Table 2A of Appendices).[13] However, this figure provides a very conser-vative estimate of the number of youth offenders. Between July 1984 and June 1985, county jails held over 400,000 persons aged 18 to 24 for misdemeanors or felonies, and Juvenile Halls held over 125,000.[14] Social stigmatization resulting from confinement creates barriers to employment and remedial education. These youth also commonly lack the basic education and vocational skills necessary to seek and retain gainful employment. Over 70 percent are minorities, growing numbers are recent immigrants with significant language barriers. Recidivism rates of over 50 percent dramatize that training and placement services are essential if these youth are to be redirected from crime to productive employment.

- Teenage pregnancy and parenthood is viewed by many as "an automatic dropout" from school and the labor market. Each year over 140,000 girls between age 13 and 19 become pregnant and about 55,000 of this group give birth.[15] Studies indicate that four out of five girls who become pregnant will drop out of school,[16] and that 14 percent of all statewide attrition from high school is caused by such pregnancies.[17] These youth confront major emotional and physical barriers to continuing school and even greater obstacles to gaining and maintaining employment. The consequences of dropping out of school, combined with a lack of work experience and limitation imposed by child care responsibilities, hampers adolescent mothers' efforts to participate in the labor market.[18] According to the Consortium on Education for Employment, if an adolescent mother finds a job, it is likely to be of lower social economic status, resulting in lower wages and annual earnings. The most essential step toward preventing such youth from becoming permanent wards of the welfare system is to provide resources that allow them to continue and complete their basic education.[19]

- Alcohol and drug abuse is a growing problem. Excessive use use of alcohol and drugs can cause serious physical harm, and retard intellectual and emotional development. The tragedy of young persons who begin using drugs or alcohol regularly at age 14 and are rudely awakened at age 18 to find that they must meet the demands of an adult world with the skills and maturity of a 14 year old is an unfortunately common story. Conservative analysis indicates that 20 percent of 14 to 24 year olds use drugs at least once a month, and that 50 percent do the same for alcohol.[20] Studies show that around 20 percent of high school youth begin such abuses between grades 10 and 11, and that these patterns change little thereafter.[21] Efforts are necessary to identify such problems early, and encourage constructive development of skills and character rather than the destructive pursuit of escape.

- Physical and mental handicaps also create serious barriers for many youth. The State Department of Education reports that 114,232 youth aged 14 to 21 were enrolled in special education programs due to significant physical or mental handicaps.[22] Handicapped persons aged 22 to 24 and handicapped persons who were not enrolled would add notably to this total. These young persons experience a variety of serious problems which can undermine efforts to obtain the basic education and skills necessary to become productive workers. Constant effort must be made to insure that these youth are guaranteed full and equal access to training and employment opportunities.

- Poverty fosters a lack of resources and opportunities which creates a web of barriers for many youth. One indicator of youth in poverty can be gained form welfare figures. In 1984 some 302,326 young persons aged 14 to 24 were either dependents of families receiving AFDC benefits or direct recipients of AFDC benefits.[23] While these youth clearly overlap with many of the previously described groups, poverty is a barrier unto itself, and must be considered one of the central causes of "high risk" status among youth.

These barriers are causing increasing portions of our youth population to fail in the basic preparation for labor market success. The proportion of all youth aged 14 to 24 who confront such barriers has increased an average of 4 percent each year between 1975 and 1984.

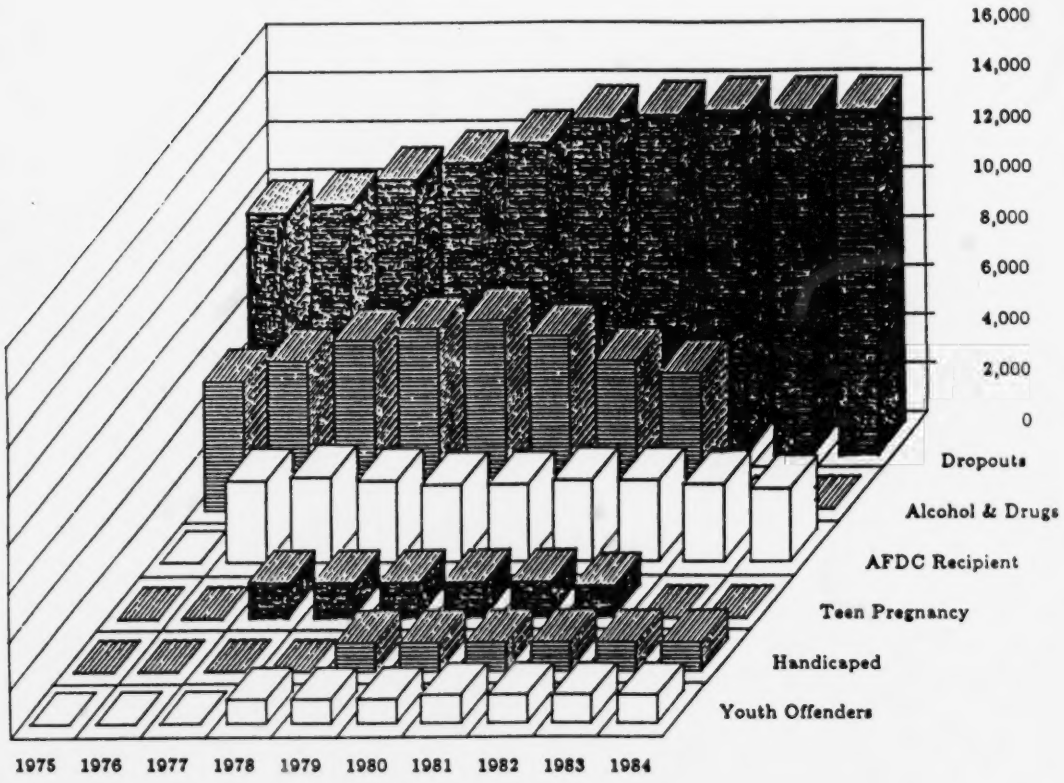
C. MAGNITUDE OF THE PROBLEM

What is the magnitude of the "high risk" youth population? Available data allows us to count the number of youth experiencing problems commonly associated with "high risk" status. However, the overlapping nature of these problems (i.e. handicapped youth may also have poverty status, etc.) makes it impossible to arrive at a precise total number. Existing data indicates that California had at least 1.4 million "high risk" youth between the ages of 14 and 24 during 1984. As noted previously, the proportion of all California youth with "high risk" characteristics is increasing (See Chart 2 and Table 3A of Appendix).

Chart 2

SUB-POPULATIONS OF CALIFORNIA HIGH RISK YOUTH

(Estimated Numbers in 000's, Ages 14-24, 1975-1984)



NOTE: *Data overlap in many cases because individuals may have more than one "high risk" characteristic. Flat bars indicate missing data.*

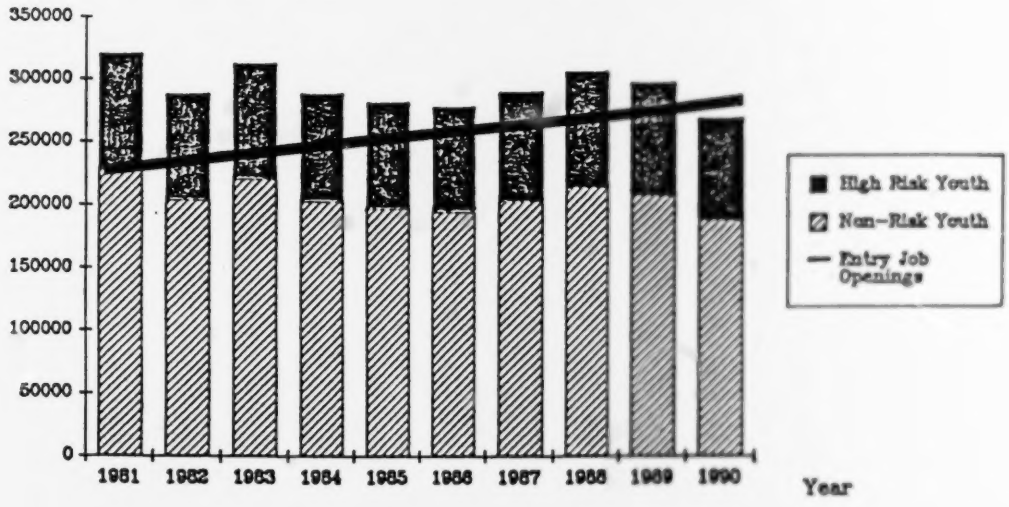
D. SIGNIFICANCE OF THE PROBLEM

The magnitude of the high risk youth problem presents a serious problem which goes beyond failure and hardship for countless individuals. Our response to this problem may determine the success or failure of California's economy in an increasingly competitive national and international marketplace. In the past, those concerned with the economy could afford to ignore high risk youth. Today, the declining size of the youth population makes high risk youth an inescapable source of tomorrow's workers. If they are ill prepared to work, our economy will not work.

Projections can illustrate the seriousness of the high risk youth problem to the California economy. The supply of entry level workers is dwindling as youth aged 14 to 24 shrink from 32 percent of the working age population in 1975 to 23 percent in 1990.[24] These youth will provide about 3 million new workers to the California economy.[25] During this decade, California business can be expected to create roughly 2 1/2 million entry level jobs.[26] If 30 percent of entry level youth continue to fall within the high risk category, business will find itself recruiting workers from a growing pool of ill prepared job seekers (See Chart 3).[27]

Chart 3

ILLUSTRATIVE SHORTAGE OF QUALIFIED ENTRY LEVEL WORKERS FOR CALIFORNIA



NOTE: Chart prepared to illustrate relationships, not provide precise figures. Average annual entry level job openings estimated on basis of expected 2.3 percent average annual job growth during the 1980-90 decade (Projections of Employment by Industry and Occupation, Draft, Employment Development Department, March 1985). Assumed that roughly half annual job openings from growth and attrition are entry level. Entry level workers entering the labor force between ages 14 and 24 estimated as number of labor force participants among those reaching age 18 each year for 1980-90 period.

III. The Roots of Youth Unemployment

Why are a significant number of today's youth unable to find or hold steady jobs? Clearly, the problems of unemployed youth vary. The handicapped, pregnant teenagers, youth offenders, alcohol and drug abusers, and dropouts will all confront different barriers to labor market success. Yet there is also a common thread of problems which confront all these groups.

Even in prosperous economic times, there are a number of "supply-side" characteristics that keep certain youth unemployed. Four characteristics which are particularly detrimental to the immediate and long-term employability of youth include (A) literacy and basic skill deficiencies, (B) lack of job search skills, (C) lack of work maturation skills, and (D) lack of specific job skills.

The high correlation between the size of the youth unemployment rate and the size of the overall unemployment rate clearly demonstrates that lack of jobs is a critical dimension of this problem. To a great extent, employment opportunities are dependent on the economy and growth of job openings. Since 1980, overall unemployment has been consistently over 7 percent, and as high as over 10 percent. There simply have not been enough jobs to go around. As a result, unskilled and inexperienced youth have not been able to compete successfully with other job applicants for most positions.

At the same time, inability to find work is unquestionably linked to the skills of job seekers.[28] The SJTCC believes that attention to these "supply side" problems can accomplish a great deal in the ongoing battle against joblessness.

A. LITERACY AND BASIC SKILL DEFICIENCIES

As the American economy completes its changes from a manufacturing-based economy to a service and information-based economy, a premium is placed on basic reading, writing and math skills as a prerequisite for most good jobs. The days when young people without strong literacy skills could get decent paying jobs on the docks or in steel or printing are gone and not to return.[29] The service economy is extremely diverse -- including busboys and typists as well as computer programmers and insurance executives -- but the jobs that do not require literacy are characterized by instability, low pay and little opportunity for advancement.[30]

At the same time that the economy is placing greater emphasis on literacy skills, a significant number of youth are graduating and dropping out of high school without these skills. This is especially true of inner city minority youth.

Failure to achieve minimum basic skills has surpassed critical proportions. The proportion of California youth starting high school but not graduating has climbed from 22 percent in 1977 to an all time high of 32 percent in 1981 then stabilized around 30 percent thereafter (See Chart 4).[31] Available data show that the plight of dropping out and non-completion of secondary schooling is experienced more heavily by minorities. Specifically, national data reveal that 40 percent of Non-White students failed to earn high school diplomas in 1984 as compared to 25 percent of White students.[32]

The seriousness of this problem is dramatized when one looks at youth aged 14 to 24. The proportion of all youth in this age group who fail to continue or complete basic secondary schooling has climbed from 21.3 to 29.6 percent between 1975 and 1984. The vast majority of youth who do not earn a high school diploma by age 18 will never do so. The result is a lifelong legacy of inadequate employment preparation for millions of tomorrow's workers (See Chart 5).

Chart 4

ATTRITION RATES IN CALIFORNIA PUBLIC SECONDARY SCHOOLS, 1977-1984
(Percent of Starting 9th Graders Who Do Not Earn a Diploma)

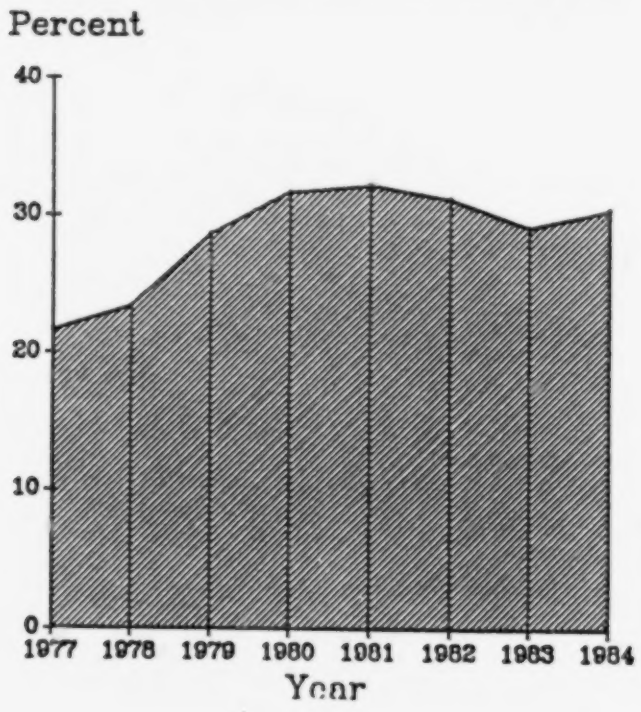
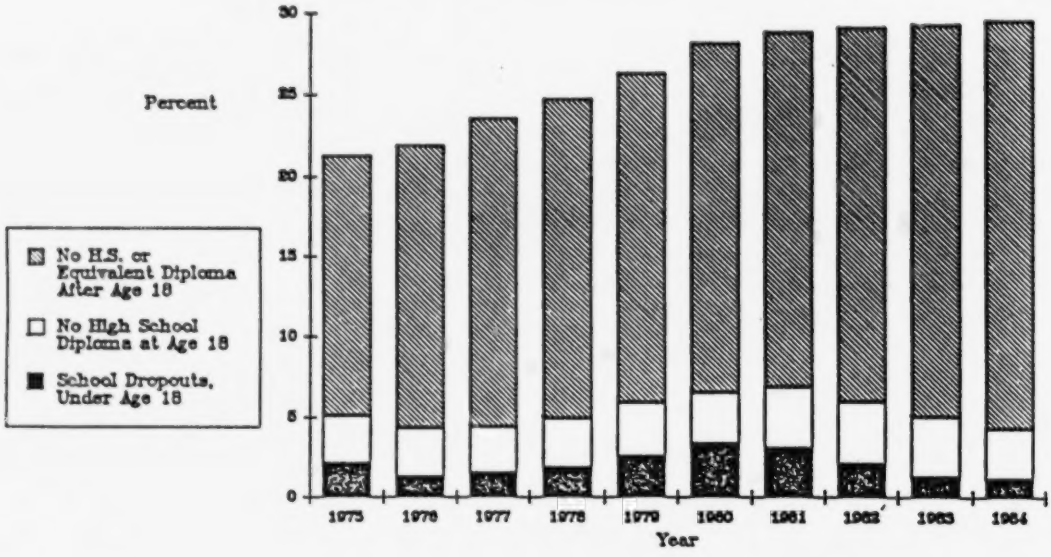


Chart 5

CALIFORNIA YOUTH OUT OF SCHOOL AND FAILING TO COMPLETE HIGH SCHOOL OR EQUIVALENT DIPLOMA

(Dropouts and Non-Completes, Percent of Persons Aged 14-24)



Yet, low literacy levels are not restricted to dropouts. Even among in-school youth, the leading study of literacy, the National Assessment of Educational Progress, characterized 13 percent of all 17 year olds as functionally illiterate, with corresponding figures of 56 percent for Black youth and 44 percent for Hispanic youth.[33] A recent study by U.C. Berkeley Professor James Gutherie reported that in five of the six Oakland public high schools, the average senior was scoring at a ninth grade level in math and English, fully three years behind the national average.[34]

B. LACK OF JOB SEARCH SKILLS

Low income youth often do not share the family and neighborhood contacts, nor the necessary background information, which helps young persons make their way into the workforce. They are less likely to be able to fill out job applications, present a resume, and make good impressions during an interview.[35] Many come from families with non-working parents.[36] This is a major problem, because family and friends are one of the principle sources of employment opportunities. They are more likely to rely on public resources such as the Employment Service and newspaper ads for their jobs search, and less likely to have "contacts" which provide leads and job openings.[37]

C. LACK OF WORK MATURITY SKILLS

In 1982, the Los Angeles Chamber of Commerce commissioned a study of hiring practices of Los Angeles employers. The study surveyed 172 firms and found, by far, that employers regarded positive work habits as the main determinant of job success and, conversely, the main reason that entry level workers were fired or quit.[38] Characteristics such as punctuality, neatness, politeness and reliability were found lacking among young workers by many employers. Without a history of positive work experience or families providing job-related role models, many disadvantaged youth approach the workplace with very indifferent and often inappropriate attitudes about what is acceptable to an employer and what is not. They often do not recognize a pattern of starting at the bottom and working up since they know few people who have done so.

D. LACK OF SPECIFIC JOB SKILLS

Though specific job skills are not as important to obtaining jobs as commonly thought, neither are they negligible. In entry-level jobs such as office machine repair technician, telecommunications technician, and word processing operator, employers do require familiarity with equipment and basic vocational skills. In the case of office machine repair technicians, for example, most employers require knowledge of copier and typewriter repair, as well as mastery of basic electronics.

* * * * *

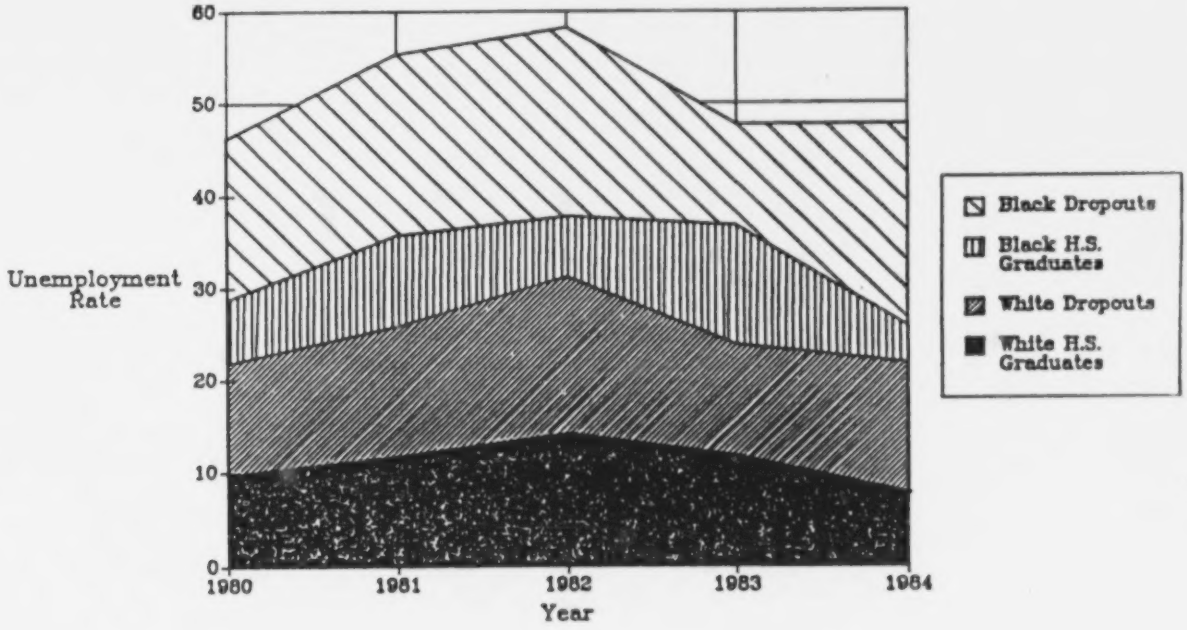
The impacts of shortcomings in the above four areas are clearly demonstrated by youth unemployment rates. School dropouts aged 16 to 21 are almost twice as likely to be jobless as those continuing or completing school. Unemployment among Black youth, who, like most other minorities, have a greater incidence of poverty and poor socialization for work, is almost twice that of their White counterparts **(See Chart 6)**.

In sum, the above four factors underscore the vicious cycle of defeat confronting high risk youth. Without adequate skills and maturing experience they cannot hope to compete successfully with other job seekers for a foothold in the world of work. Without a foothold of successful employment or remedial skill development, they cannot hope to find jobs with decent pay and security during adulthood.

Initiatives to stem the tide of inadequate preparation for work must place emphasis on development of literacy and basic skills, job search abilities, work maturity, and specific job skills.

Chart 6

INCIDENCE OF UNEMPLOYMENT BY RACE AND SCHOOL DROPOUT STATUS FOR UNITED STATES YOUTH AGED 16-21



SOURCE: *Bureau of Labor Statistics. U.S. Department of Labor.*

IV. WHAT HAS BEEN TRIED AND WHAT WORKS

Since the establishment of the first major post-war job training program under the Manpower Development and Training Act (MDTA) of 1962, a variety of approaches to reducing youth unemployment have been tried. Chief among these have been:

- **Job search instruction classes**
- **Literacy and basic skill instruction classes**
- **Public sector work experiences**
- **Private sector work experiences**
- **Vocational and on-the-job training**
- **Combinations of approaches**

Currently various combinations of these approaches are found in many of California's youth and youth-adult training programs.

Programs and expenditures to prepare youth for work are spread thinly among youth needing assistance. In 1984, expenditures for these programs approached the $2 billion level for California. About 35 percent of these expenditures deal solely with youth and the remaining 65 percent with both youth and adults (See Table 4A of Appendices). The number and complexity of administrative arrangements governing these programs makes it impossible to calculate a precise figure available for individual youth. However, when one considers that there are at least 1.4 million youth "at risk" in California, the monies available range somewhere between $475 and $1,370 per capita.[39]

Data evaluating the results of these approaches from 1962 through 1980 have been analyzed in several leading studies.[40] One major conclusion is that there is no "right" approach. Each approach involves tradeoffs among short and long-term labor market success, costs and benefits, and human development and economic productivity. For example, job search classes are inexpensive and show high initial placement, yet yield limited long-term impacts as they do not significantly improve skills. Individualized competency-based literacy classes can show dramatic results in raising reading and math scores, but they are often plagued by high drop out rates. Youth service programs like the Conservation Corps show far higher productivity than earlier public sector work experience programs and appear to lead to long-term labor market gains, but like the federal Job Corps program, they are of long duration and expensive.[41]

Further, none of the approaches is "right" for all youth. Some youth with poor basic skills are simply not motivated to learn in a classroom setting, no matter how well structured. Other youth can obtain entry-level jobs on their own, so job search classes are of little value.

However, "lessons" have emerged from the experiences of these programs. These lessons have come from volumes of research and numerous uncontested observations made by experienced practitioners. Two general lessons standout. First, it is commonly agreed that there are no "quick fixes" for the crippling problems of high risk youth, and that most youth with such problems require extensive and prolonged assistance. Second, available and prospective funding can never be adequate to seriously attack all youth problems, making it necessary to effectively target resources. Beyond these two broad observations, a number of specific "lessons" have been learned concerning the characteristics of successful youth programs.

A. COMMON INGREDIENTS OF ALL SUCCESSFUL PROGRAMS

Successful programs, whether they deal with skill-literacy or job training, typically evidence a common core of traits (See Exhibit 2):

Exhibit 2

INGREDIENTS FOR PROGRAM SUCCESS

(1) Partnerships Between Government, Business and Education

(2) Effective Identification and Recruitment

(3) Assessment of Aptitudes and Skills

(4) Competency Based Training Related to Work:

- Basic Skill-Literacy Training
- Socialization for Work
- Job Skill Training

(5) Encouraging Environment and Constructive Feedback

(6) Strong Capacity for Job Placement

(7) Contact and Troubleshooting During and After On-Site Training

(8) Evaluation of Long-Term Impacts and Mechanisms for Program Adjustment

(1) Partnerships Between Government, Business and Education

Successful programs consistently evidence strong and ongoing partnerships between government, business and education. Such partnerships are important for several reasons. First, they provide input from the employers to insure that programs reflect the needs of the labor market. Second, they improve coordination as well as open opportunities for pooling business and public resources. Third, they increase employer commitment to support and use youth programs by increasing awareness of available services. Fourth, they insure a spirit of involvement among key institutions which provides stability for effective programming.[42] Working partnerships which fill these needs are critical prerequisites to program success.

(2) Effective Identification and Recruitment

High risk youth must be effectively identified and recruited before they can be served. This critical step is not always easy. Youth that are in greatest need of program services are also the most detached from society's institutions. Practitioners emphasize that special approaches and networks are necessary to reach high risk youth.[43]

(3) Assessment of Participant Aptitudes and Skills

Successful outcomes depend on setting goals that can be realistically achieved by participants. Effective programs have strong assessment capacities to determine the starting skills and aptitudes of participants. Effective basic education programs, for example, assess participants at enrollment both to determine the nature of skill deficiencies (i.e. spelling, reading level, math ability) and to measure progress. Effective technical training programs recognize that participants need certain skills in order to benefit from training, and test accordingly (e.g. vocational skills, job readiness attitudes, literacy and math abilities).[44]

(4) Competency Based Training Related to Work

Training must insure real achievement and pertinence to the workplace. Most successful instruction is competency based to insure certification only for demonstrated learning. In skills training programs, this means that curriculum is designed with employers to make it relevant and transferable to many work environments. In basic literacy training, this means curriculum reflects components of literacy needed in the workplace.[45]

(5) Encouraging Environments and Constructive Feedback

Program success is greatly enhanced by supportive environments and constructive feedback. Encouragement is an important part of effective programs. Participants are given frequent recognition and non-punitive assessments. There is a "sense of belonging" among students. There is a strong sense of comradery among students and staff. These programs enable students to believe that their successes are recognized by staff. As an example of the attitude needed to create such environments, one experienced youth training administrator summarized effective training programs as those that "hug each student each day".[46]

(6) Strong Capacity for Job Placement

It is critically important that programs have the capacity to assist participants in finding jobs. Effective programs have staff that can find jobs and on-site training opportunities, and assist program participants to gain the right placement. Networking is the common key to success. Placement staff have wide employer contacts, are sensitive to the needs of employers, and are persistent, calling employers over a period of months, even years, if initial job development attempts do not succeed. Such placement capacity encourages participants to believe that real opportunities will come from completing their programs.[47] This networking process will be of benefit to employers because of receiving pre-screened applicants. Hopefully, employers will continue to support the process by calling in requests for trainees.

(7) Contact and Troubleshooting During and After On-Site Training

It is also important that program staff help participants keep jobs once placed in subsidized and non-subsidized positions, and work with employers to correct program and trainee shortcomings. Post-placement contact on the part of program staff with employers and participants is important as it can help resolve work difficulties that arise (e.g. employer dissatisfaction with work quality, absenteeism or a worker's reluctance to ask a supervisor for help). Such contact also helps training programs adapt curriculum to fit the real needs of employers.[48]

(8) Evaluation of Long-Term Impacts and Mechanisms for Adjustment

Rigorous evaluation and adjustment is critical to any successful program. Given that programs for high risk youth are fundamentally concerned with improving the transition to successful adult worklives, it is critical to assess and be accountable for long-term impacts. Programs are likely to have desired effects if they evaluate these long-term impacts and insure that evaluation results guide real program adjustments.[49]

B. INGREDIENTS OF SPECIFIC TYPES OF SUCCESSFUL PROGRAMS

Specific program types may evidence particular characteristics which promote success. The ingredients of success are particularly noteworthy for programs dealing with basic skill-literacy, work experience and summer employment.

(1) Basic Skills-Literacy Programs for Employment

Basic skills literacy programs run by community-based organizations, adult education and alternative schools can have dramatic success in reaching students not reached by mainstream schools. Gains in reading and math scores of one year for every one hundred hours of instruction are not uncommon. Key characteristics of successful literacy programs include:

- Ability to convince participants to adopt a specific goal (e.g. (skills to obtain a GED or a position in advanced training).
- Focus on reading and writing skills
- Capacity to complement classroom training with computer-assisted instruction.[50]

(2) Work Experience Programs

Work experience programs can show significant success in enabling youth to develop positive employment histories and perform productive work. They can also positively complement literacy training by linking such instruction to job needs. Contrary to some past programs, which were not successful, work experience programs which evidence strong discipline and concern for the value of work performed have been successful. Effective work experience programs include the following elements:

- Work assignments that are "real", for which either private or public organizations will pay.
- Work discipline so that coming late or missing work has consequences.
- Strong work supervision.
- Understanding of the work environment, jobs performed and work expectations.[51]

(3) Summer Youth Program

The Summer Youth Program is by largest federally funded job program for disadvantaged youth. Between 50,000 and 100,000 California 14-19 year olds participate each summer. While the program keeps youth off the streets and provides them with needed money, there is increasing evidence nationally and in California that there is no long-term gain in the employability of participants. Many researchers believe that successful programs of this type have linked work experiences with training or remediation.[52]

C. WHAT DOES NOT WORK?

Programs designed to attack the difficult problems of high risk youth confront particular barriers to success. The design of effective programs requires attention to possible sources of failure.

(1) Unrealistic Expectations

Success and failure is often determined by expectations. Unrealistic expectations can insure failure. Expenditures of $2,000 per participant can reduce many individual barriers to employment, but cannot replace years of stable family life, economic resources and continuous academic achievement. Similarly, funds spent for a relatively small number of high risk youth cannot be expected to eliminate all youth unemployment. Unrealistic expectations and commitments can force resources to be spread too thinly to be effective. Similarly, they can cause successful programs to be labeled as failures and prevent the continuation of good, but limited services.[53]

(2) Placement Standards Which Cause "Creaming" of Participants

Job placement is an essential goal of youth employment and training programs, but it is an empty goal if "high risk" youth are not served. Funding of programs primarily on the basis of job placement standards encourages the recruitment and training of "low risk" candidates rather than "high risk" youth. Major JTPA studies, such as the Grinker-Walker study and the Westat study indicate that participants with the greatest chance of being placed are "creamed" from a pool of eligible candidates. This means that the most employable youth are given more services. The result has been declining focus on "high risk" youth, particularly low-skilled and low-income youth lacking strong work histories and basic competencies.[54] Many have claimed that no services are offered to the truly high risk youth populations.

(3) Unrealistic "Quick Fix" Timeframes

Some short-term literacy and work programs have successfully helped youth move into steady jobs. But the effective programs generally have been longer-term, at least nine months to one year in length. There have been few successful "quick fix" programs, and most of the short-term programs, such as job search classes, have had minimal impact on the "high risk" population. For the vast majority of high risk youth, intensive programs extending over prolonged periods of time are necessary.[55]

(4) Absence of Long-Term Involvement and Incentives

While longer term programs have succeeded with youth who have gone through the training, they have experienced difficulty in holding many youth in training over a nine month period or longer. This is especially true in the literacy programs without stipends, that have experienced dropout rates of over one-third of participants during nine months of training.[56]

(5) Inadequate Interagency Cooperation

Poor administration and coordination can be the "Achilles Heel" of any initiative. Shortcomings of this sort more frequently cause inefficiency and waste rather than outright failure. Most important among these problems is the inability of agencies with overlapping programs to effectively coordinate their efforts because such effort are expensive and time consuming. Ineffective coordination of this and other types frequently result in program participants receiving partial rather than full services.[57]

V. RECOMMENDATIONS

As noted earlier, the overall health of the California economy has great influence on the ability of youth to gain a foothold in the world of work. Substantial reductions in the general California unemployment rate will mean similar reductions in the youth unemployment rate. But, general state (or national) economic policy is not the role of the SJTCC. At the same time, much can be done to improve "supply side" factors by ensuring that California's youth develop the needed work skills and orientation, and that state and federal job training funds are most efficiently spent.

There is a very strong consensus among the Youth Subcommittee members regarding a central mission for the SJTCC and other institutions regarding youth. Every effort should be made to expand and improve services to the sub-population referred to here as "high risk" youth, and the maximum available resources should be invested into this effort.

This "resources" issue cannot be overlooked. There will never be sufficient resources to fully tackle the problem. Thus, it is important to make better use of existing funds for the youth group most in need of help in making the transition to the labor market. The Youth Subcommittee is especially interested in those JTPA youth funds for which the SJTCC has statutory responsibility:

- The "40 percent" of the 78 percent training funds allocated directly to Service Delivery Areas (approximately $62.5 million) which must be spent on youth.
- The 8 percent State Education Coordination and Grants funds (approximately $16 million).
- The 6 percent Incentive funds (approximately $12 million).

Additionally, other state-administered funds could be brought into these efforts. The most promising, it seems, would be:

- Carl D. Perkins Vocational Education Act Funds (approximately $60 million).[58]
- Wagner-Peyser 10 percent Set-aside funds (approximately $2.6 million).

The recommendations presented below focus on what the Council itself can do to better direct JTPA funds and to leverage other funds for the benefit of high risk youth. The recommendations are based on the research and findings presented in the body of the report and should not be considered in isolation. They are as follows:

Recommendation 1

USE OF DISCRETIONARY FUNDS INVOLVING YOUTH

On several occasions, the Council makes decisions about whether or not to fund programs from various sources of JTPA discretionary funding. Whenever considering funding proposals for programs which intend to serve youth in general, the State Council will give priority to those programs which target high risk youth.

Recommendation 2

PERFORMANCE STANDARDS

It has been an expressed concern of some Private Industry Councils that serving a high proportion of high risk youth would negatively impact their ability to exceed performance standards. The State Council directs staff to research and review current California performance standards and determine whether or not they act as a disincentive to serving high risk youth.

If it is found that current performance standards do act as a disincentive, then the State Council should explore methods and make recommendations to the Governor to adjust the performance standards to accommodate large scale targeting of high risk youth.

The report of the Youth Subcommittee identified barriers to employment of youth which are not necessarily included in the DOL regression model for adjustment of performance standards. These barriers included teenage pregnancy, criminal records, gang activity and alcohol and drug abuse. Where these factors are clearly identifiable, they should be used by the State of California in any adjustment used to revise performance standards for youth, consistent with federal law.

Recommendation 3

INCENTIVE AWARDS

The State Council should direct staff to investigate and research ways to provide incentive funding from any source available to the Council to award to Private Industry Councils which exhibit a high degree of success in serving high risk youth.

Recommendation 4

PROGRAM DESIGN FOR JOB TRAINING OF HIGH RISK YOUTH

The report of the Youth Subcommittee explains the ingredients necessary for successful programs to place high risk youth in long-term employment **(See Exhibit 2)**. *In making decisions regarding the expenditure of discretionary funds for programs for youth, the State Council will give priority to those programs exhibiting these ingredients.*

The State Council will use every mechanism at its disposal short of interfering in the local decision-making process to encourage Private Industry Councils to contract with service providers which provide the necessary ingredients as described in the report.

The State Council will provide technical assistance to Private Industry Councils based on successful programs which are utilizing these ingredients. Additionally, any future training program sponsored by the Council designed for SDA administrators, staff, or service providers will incorporate training in the designing of successful programs to serve high risk youth.

Recommendation 5

PROGRAM CONTENT FOR SERVING HIGH RISK YOUTH

The report of the Youth Subcommittee showed that intensive literacy training coupled with skills training is essential if high risk youth are to successfully make the transition into permanent employment. This is especially true for youth experiencing multiple barriers including but not limited to criminal activity, pregnancy, physical and mental handicaps, alcohol and drug abuse, and school dropout status. Therefore the State Council will encourage the inclusion of intensive literacy training as a critical element of the employment and training program designed to serve high risk youth.

Recommendation 6

WORK EXPERIENCE PROGRAMS FOR HIGH RISK YOUTH

The report of the Youth Subcommittee highlights that while work experience programs can be helpful in keeping youth off the streets and performing productive work, there is increasing evidence that there is no long-term gain in the employability of participants. The most successful work experience programs, have been those which link work experience with remedial training.

The State Council should encourage the development of model programs which combine work experience with remedial training, and should specifically encourage the use of these models in Summer Youth Employment Programs for the summer of 1986.

Recommendation 7

LONG TERM STUDY AND EVALUATION

The report of the Youth Subcommittee states that there is little or no followup information (long and short term) about the youth who are successful in obtaining employment after program completion. Also, there is little longitudinal information on the job situation of high risk youth who do not go through training programs. Therefore, the State Council will commit the resources necessary for a long-term detailed study of performance and program outcomes as recommended by this report.

The funding for this study has been approved in concept previously by the Planning and Coordination Committee and is being currently proposed in the State Department of Education's statewide priority projects.

Recommendation 8

INVOLVEMENT OF THE BUSINESS COMMUNITY

It is essential to the success of any training program for the disadvantaged and high risk youth that the business community become involved. The State Council will encourage the business community to become even more active in hiring high risk youth. The Marketing and Liaison Committee of the State Council will develop specific recommendations to accomplish this goal.

These strategies will be incorporated into the State Councils ongoing program to encourage significant and regular business participation at all levels of JTPA programing.

Recommendation 9

INVOLVEMENT OF STATE AGENCIES SERVING YOUTH

It is essential to the resolution or reduction of California's youth unemployment problem that its root causes be addressed. Employment and training programs have limited resources with which to remediate the problems youth bring to the labor market. As this report shows, youth who have dropped out of school and confront problems with minority status, criminal offenses, teenage pregnancy, alcohol and drug abuses, physical and mental handicaps, or poverty are at the greatest disadvantage in the labor market. Employment and training programs cannot successfully cope with these problems alone.

It is incumbent, therefore, that those state agencies responsible for providing youth with basic educational skills, serving youthful offenders or preventing delinquency, addressing teenage pregnancy or parenthood, or protecting youth from drug or alcohol abuse increase their efforts in the preparation of this population of high risk youth for adulthood and productive participation in the workforce.

The State Council urges all such state agencies to prioritize service to this special youth population and to incorporate into the programs they fund or operate those elements this report finds are associated with successful program models.

In addition, the State Council commits to disseminating information on successful youth program models to state agencies and offers to facilitate state agency efforts to coordinate resources and planning to implement those models.

Challenge to Action

The Youth Subcommittee urges the development of partnerships among business, communities and government to act decisively concerning the recommendations put forth in this report. Deliberate action should be taken to reassess current priorities, and realign formal and informal priorities to meet the pressing needs of high risk youth.

This appeal for action is no less than an appeal for the future of millions of young people and our state economy. The quality of California's workforce during the 1990's will depend on actions that cannot be postponed. In the near future, California employers will find it necessary to recruit entry level workers from a declining pool of young job seekers. The proportion of persons aged 14 to 24 as a percent of our total population

is shrinking. In 1975, this age group amounted to 32 percent of California's working age population. In 1990, this same age group will provide only 23 percent of the working population.

If current trends continue, a growing portion of this shrinking pool of entry level workers will be "high risk youth" who are ill prepared for the responsibilities of employment demanded by business. This is the workforce that will drive or undercut the power of the California economy in the 1990's. Without strong action to prepare our youth for the challenges of tomorrow, the prosperity of our state will be "at risk".

Statistical Appendices

Table 1A ..... Unemployment Rate for Youth Aged 16-19, By Racial-Ethnic Group

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Table 1A

UNEMPLOYMENT RATE FOR YOUTH AGED 16-19, BY RACIAL-ETHNIC GROUP

(Percentage Unemployed)

Year:	All Youth:	White Youth:	Black Youth:	Hispanic Youth:
1978	19.0	17.4	33.7	22.0
1979	17.4	16.2	27.5	17.8
1980	18.1	16.3	30.5	20.5
1981	18.6	17.0	41.9	11.3
1982	23.4	22.1	39.7	30.1
1983	23.0	20.5	45.9	28.1
1984	18.7	17.6	32.0	22.7

SOURCE: Current Population Survey, Bureau of Labor Statistics (Provided by Employment Development Department)

NOTE: The category Hispanic is based on ethnicity while the categories White and Black are racial distinctions. Thus, each of these racial groups contains Hispanics.

Table 2A

YOUTH UNDER AGE 25 INCARCERATED OR ON PROBATION BY STATE JUVENILE AND ADULT AGENCIES

Year:	Total:	CYA Plus Juvenile Probation:	Adult Probation and/or Jail:	CDC Instit. Population:	CDC Parole Population:
1978	107,133	50,479	49,877	5,247	1,541
1979	100,074	51,481	40,880	5,955	1,758
1980	104,977	52,449	43,756	6,545	2,227
1981	109,668	53,465	45,091	8,681	2,431
1982	110,536	52,846	44,526	10,236	2,948
1983	111,396	52,759	42,367	11,957	4,315
1984	110,217	51,946	40,948	11,980	5,343

SOURCE: California Youth Authority, Sacramento, California, September 1985.

Table 3A

SUB-POPULATIONS OF CALIFORNIA HIGH RISK YOUTH POPULATION

(Estimated Numbers, Ages 14-24, 1975-1985 for Available Data)

Year:	Total Pop Age 14 to 24:	Sub-Populations of High Risk Youth:					
		Estim. Handi-caped Age 14 to 21:	Estim. Teenage Preg Age 13 to 19:	AFDC Depend-ents & Recip-ients Age 14 to 24:	Youth Offend-ers Age 14 to 24:	Estim. Alcohol & Drug Abusers Age 14 to 24:	School Dropouts & Non-Complet-ers Age 14 to 24:
Numbers:							
1975	4,645,304	NA	NA	NA	NA	522,787	992,887
1976	4,717,383	NA	NA	333,906	NA	595,741	1,037,256
1977	4,805,554	NA	143,100	353,945	NA	689,444	1,136,944
1978	4,859,542	NA	146,833	332,853	107144	734,763	1,206,060
1979	4,867,046	118,772	149,453	311,811	100074	769,347	1,283,091
1980	4,903,081	120,029	146,485	311,310	104997	707,648	1,385,837
1981	4,868,557	122,280	146,525	335,390	109668	602,284	1,407,924
1982	4,837,660	124,857	141,588	328,889	110556	544,435	1,411,588
1983	4,810,294	123,775	NA	315,760	111396	NA	1,412,601
1984	4,812,181	114,232	NA	302,326	110217	NA	1,424,395
Percent of Total:							
1975	100.00	NA	NA	NA	NA	11.25	21.37
1976	100.00	NA	NA	7.08	NA	12.63	21.99
1977	100.00	NA	2.98	7.37	NA	14.35	23.66
1978	100.00	NA	3.02	6.85	2.20	15.12	24.82
1979	100.00	2.44	3.07	6.41	2.06	15.81	26.37
1980	100.00	2.45	2.99	6.35	2.14	14.43	28.26
1981	100.00	2.51	3.01	6.89	2.25	12.37	28.92
1982	100.00	2.58	2.93	6.80	2.29	11.25	29.18
1983	100.00	2.57	NA	6.56	2.32	NA	29.37
1984	100.00	2.37	NA	6.28	2.29	NA	29.60

Table 4A

PROGRAMS AFFECTING CALIFORNIA YOUTH
(Fiscal Year 1984-85)

Program:	Federal Funds:	State and Local Funds:	Total Funds:
SERVES YOUTH ONLY:			
California Conservation Corps		$39,539,000	$39,539,000
Wagner-Peyser 10% Set-Aside Projects for Youth	$2,670,000		$2,670,000
Job Corps	$1,178,000		$1,178,000
JTPA Title IIB, Summer Youth	$82,004,648		$82,004,648
California IMPACT	$188,000	$420,000	$608,000
Voc Educ (Sec Schools)	$34,602,758	$498,928,044	$533,530,802
Youth Offender Employment Program		$4,803,000	$4,803,000
Sub-Total	$120,643,406	$543,690,044	$664,333,450
SERVES YOUTH AND ADULTS:			
Adult Education	$10,109,000	$181,503,000	$191,612,000
Apprenticeship Program	$216,000	$4,820,000	$5,060,000
Employment Preparation Program	$2,993,000	$6,136,000	$9,129,000
Job Agent Program	$291,000	$2,681,000	$2,972,000
Wagner-Peyser Regular Employment Services (90% Funds)	$63,000,000		$63,000,000
Wagner-Peyser 10% Set-Aside	$3,303,000		$3,303,000
JTPA Title IIA 78%, Adult and Youth Programs	$161,434,328		$161,434,328
JTPA Title IIA 8% Education Coordination Grants	$16,557,367	$13,245,893	$29,803,260
JTPA Title IIA 6% Incentive and Technical Services Grants	$12,418,025		$12,418,025
JTPA Title III Displaced Workers	$18,211,123		$18,211,123
Local Veterans Employment Program	$13,048,000		$13,048,000
Regional Occupation Program		$177,597,000	$177,597,000
Vocational Rehabilitation Services	$85,284,000	$16,180,000	$101,464,000
Service Center Program	$766,000	6,364,000	$7,130,000
Targeted Jobs Tax Credits	$1,519,000	$250,000	$1,769,000
Voc Educ (Community Colleges)	$27,136,241	$391,270,295	$418,406,536
Work Incentive Program	$32,158,000	$2,703,000	$34,861,000
Sub-Total	$448,444,084	$802,750,188	$1,251,194,272
GRAND TOTAL	$569,087,490	$1,346,440,232	$1,915,527,722

Footnotes

[1] Reconnecting Youth: The Next Stage of Reform, Draft Report to the Education Commission of the States, ECS Business Advisory Commission, Denver, Colorado, July 12, 1985, page 1.

[2] Portions of this definition were extracted from Senate Bill No. 65, California State Senate, Sacramento, California, December 11, 1984, page 11.

[3] A significant portion of joblessness among youth stems from initial entry level job searches, high turnover during years of early career exploration, and less pressing economic needs to maintain a job (Daniel J. Levinson, The Season's of a Man's Life, Ballantine Books, New York, 1978, pages 1-139; and Robert E. Hall, "Is Unemployment a Macroeconomic Problem", American Economic Review, Volume 173, May 1983).

[4] Richard Freeman, "Young Blacks and Jobs: What We Know Now", Public Interest, Winter 1985; and Career Thresholds: A Longitudinal Study of the Educational and Labor Market Experience of Male Youth, Volume 3, Manpower Administration, U.S. Department of Labor, Washington, D.C., 1970, pages 51-70.

[5] For example, 1980 Census data show that 40 percent of the 247,394 California high school dropouts aged 16 through 19 were not in the labor force as opposed to 21 percent of the 252,147 high school graduates of the same age who were no longer in school (Annual Planning Information, 1985-1986, Employment Data and Research Division, Employment Development Department, Sacramento, April 1985, page 64). For further discussion see Russell W. Rumberger, "The Growing Problem of Youth Unemployment", Paper Prepared for the Education Commission of the States, March 1985, page 2.

[6] Gordon Berlin, "Towards a System of Youth Development: Replacing Work Service and Learning Deficits with Opportunities", Hearings on Youth Employment and Job Corps, Subcommittee on Employment Opportunities, U.S. House of Representatives, Washington, D.C., March 26, 1984.

[7] While socio-economic disadvantages explain large portions of this difference of unemployment rates by race, studies showing that productivity differentials by race are much smaller than unemployment differentials suggest that discrimination may have significant negative impacts on the employment of minorities (Haworth, Haworth and Gwartney, "Earnings, Productivity and Changes in Employment Discrimination During the 1960's", American Economic Review, March 1975).

[8] Data provided courtesy of the Employment Data and Research Division, Employment Development Department, Sacramento, California, September 1985.

[9] "Review of Youth Subcommittee's Report on Youth Employment", Memo by Jeanne Barnett, Chief, Employment Data and Research Division, Employment Development Department, Sacramento, California, September 13, 1985.

[10] Richard Freeman, Op.Cit.

[11] Richard B. Freeman and David A. Wise (Editors), The Youth Labor Market Problem: Its Nature Causes and Consequences, National Bureau of Economic Research, University of Chicago Press, Chicago, 1982.

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[12] Elizabeth Fernandes, "Experts Fear Schools Will Fail the Class of '99", Sacramento Bee, May 27, 1985, pages B1 and B2.

[13] Data provided courtesy of Hank Tabor, California Youth Authority, Sacramento, California, September 23, 1985; and Annual Report to the State Legislature, State Board of Corrections, Sacramento, July 1985.

[14] Data on County Jails and Juvenile Halls provided courtesy of John Hutak, Hacienda La Puente Unified School District, Los Angeles, California, October 4, 1985.

[15] Estimated data on pregnancies and births provided courtesy of Charles Wolcott, Vital Statistics Division, Department of Social Services, Sacramento, California, September 5, 1985. Data for 1983 and 1984 is not yet available.

[16] Lauri Olsen, Push Out, Step Out: A Report on California's Public School Dropouts, Open Road Issues Research Project, Citizen's Policy Center, Oakland, California, 1983, page 23.

[17] Catherine Minicucci et al, Dropping Out, Losing Out: The High Cost for California, Assembly Office of Research, Sacramento, California, September 1985, page 42.

[18] Observation provided by the Family Life Education Program Development Project.

[19] Mom, Dad I'm Pregnant: A Special Report on Adolescent Pregnancy, Senate Office of Research, Sacramento, California, October 1984, page v.

[20] National Survey on Drug Abuse: Main Findings 1982, National Institute of Drug Abuse, U.S. Department of Health and Human Services, Washington, D.C., Tables 11 and 12.

[21] Youth: Alcohol and Drug Abuse, Department of Alcohol and Drug Programs, Sacramento, California, November 1983, page 3-4.

[22] Data provided courtesy of the Special Education Division, California State Department of Education, Sacramento, California.

[23] Data provided courtesy of Nancy Long, AFDC Characteristics Analyst, Department of Social Services, Sacramento, California, August 2, 1985.

[24] "Working age population" is defined in this report as those aged 14 to 64. Population data and projections provided courtesy of the Research Office of the State Department of Finance, Sacramento, October 7, 1985.

[25] This three million estimate was obtained by computing 70 percent of all young people who become 18 years old over the 1980-1990 period. The 70 percent multiplication adjusts this total for common levels of labor force participation.

[26] State projections estimate that 5.8 million job openings will be created in California during the 1980's, 2.6 million of which will be due to economic growth and 3.2 million of which will be due to permanent labor force attrition such as retirement (Projected job openings for 1990 cited from draft release of Projections of Employment by Industry and Occupation, 1980-1990, Employment Data and Research Division, Employment Development Department, Sacramento, March 1985). Many of these

openings will be filled by senior job changes, women re-entering the labor force and geographical migration from outside of the state. While even the best data does not allow precision in estimating entry level job demand, it is reasonable to assume that about half of these openings will require junior workers.

[27] It should be noted that other sources of labor may partially meet employer needs. Increasing numbers of non-working women may enter or re-enter the labor force and persons at or past retirement age may choice to remain in the workforce. However, despite these counter trends, youth will remain the primary source of entry level labor.

[28] Russell W. Rumberger, Op.Cit., page 2.

[29] Fred Best, "Preparing California's Work Force for the Future", in Howard Didsbury (Editor), The World of Work: Careers and the Future, World Future Society, Washington, D.C., 1983, pages 270-283.

[30] Eli Ginzberg, "The Mechanization of Work", Scientific American, September 1982; and Gordon Berlin and Joanne Duhl, Education, Equity and Economic Excellence, Ford Foundation, New York, August 1984.

[31] Trend data provided courtesy of the California State Department of Education. Other studies suggest that this attrition rate may be higher (Helen M. Nespor, "High Risk Youth", Specialized Programs Branch, Development and Linkages Unit, State Department of Education, Sacramento, California, February 15, 1985, page 8.

[32] Gordon Berlin, "Education, Equity and Economic Excellence", Unpublished Paper, New York Ford Foundation, New York, New York, 1984.

[33] Charles Gateway, Right to Read: Functional Illiteracy, National Assessment of Educational Progress, Denver, Colorado, 1976.

[34] James Gutherie, "Schooling in Oakland: The Challenge", Department of Education, University of California, Berkeley, 1985; and Erik Butler, Andrew Hahn and James Darr, The Literacy-Employment Equation, Far West Laboratory, San Francisco, 1985.

[35] Bernard Lefkowitz, "New York's Lost Teenagers", New York Daily News, November 21, 1980; and Career Thresholds: A Longitudinal Study of the Educational and Labor Market Experience of Male Youth, Volume 1, Manpower Administration, U.S. Department of Labor, Washington, D.C., 1970, pages 119-138.

[36] David Treadwell and Gaylord Shaw, "The Underclass: How One Family Copes", Los Angeles Times, Undated Copy, 1981; and Handbook of Labor Statistics, Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C., June 1985, page 90.

[37] Data indicate that want ads and employment agencies are among the least effective job search avenues for workers and among the least used sources of new hires by employers. One 1972 study of employers in the San Francisco and Salt Lake City metropolitan areas found that less than 20 percent of their new hires came from responses to want ads (John Walsh, Miriam Johnson and Marged Sugarman, Help Wanted: Case Studies of Classified Ads, Olympus Publishing Company, Salt Lake City, Utah, 1975, page 27). Another 1972 study of 75,000 individuals conducted by the Bureau of the Census found use of family and personal networks to be the most success job search technique, and that want ads and public or private employment services were commonly the least effective (Richard Bolles, What Color is Your

Parachute? A Practical Manual for Job-Hunters and Career Changers, Ten Speed Press, Berkeley, California, 1980, page 34). Analysis on personal and social characteristics associated with employment and unemployment indicate that minority and socioeconomically disadvantaged youth are less likely to have supportive contacts and knowledge of job search techniques (Herbert Parnes and Andrew Kohen, "Labor Market Experience of Noncollege Youth: A Longitudinal Analysis", From School to Work: Improving the Transition, National Commission on Employment Policy, Washington, D.C., 1976, pages 72-74).

[38] Wellford Wilms, "Vocational Education and Job Success: An Employer View", Phi Delta Kappan, Volume 65, January 1985; and Wellford Wilms, Technology, Job Skills and Education, Los Angeles Area Chamber of Commerce, Los Angeles, 1983.

[39] Revenue amounts of $663,333,450 (funds for youth services only; see Table 3A of Appendices) and $1,915,527,722 (funds for youth only plus funds for both youth and adults; see Table 3A of Appendices) were divided by 1.4 million (the estimated number of "high risk" youth; see Table 2A of Appendices).

[40] Robert Taggart, A Fisherman's Guide, W.E. Upjohn Institute for Employment Research, Kalamazoo, Michigan, 1981; Gary Burtless, "Manpower Policies for the Disadvantaged: What Works?", The Brookings Review, Fall 1984; Lauri Bassi, CETA: Did It Work?, Georgetown University, Washington, D.C., 1984; Congressional Budget Office, CETA Training Programs: Do They Work for Adults?, U.S. Government Printing Office, Washington, D.C., 1982; Barry Stern, Toward a Federal Policy on Education and Work, U.S. Department of Health, Education and Welfare, Washington, D.C., 1977; Manpower Demonstration Research Corporation, Findings on Youth Employment, Manpower Demonstration Research Corporation, New York, 1984; Michael Bernick, The Dreams of Jobs, Olympus Publishing, Salt Lake City, Utah, 1984; and Andrew Hahn and Robert Lerman, What Works in Youth Employment Policy?, Committee on New American Realities, Washington, D.C., 1985.

[41] Some of the more specific findings are as follows: (a) The job search classes were inexpensive and showed high initial placements, but limited long-term impacts as they did not significantly improve skill levels; (b) The on-the-job training programs had the highest direct placement rate at 70 percent, compared to 40 percent for classroom job training. However, the on-the-job positions went to the more educated and employable among the low income unemployed, and earnings gains were no higher than for classroom training participants; (c) The literacy classes showed dramatic results in raising reading and math scores among a third or so of participants. Participants raised reading and math scores two years and more within a six month period. However, the dropout rates for literacy classes were high, generally over 33 percent; (d) The work experience programs in the public sector, such as the Neighborhood Youth Corps and Public Service Employment (PSE) under CETA had mixed results. The Neighborhood Youth Corps was plagued by worksites at which youth were not supervised and sometimes not even required to work the full number of hours. PSE provided more serious work effort, but nearly all jobs were in services, and their value not easily gauged. In the clerk jobs, for example, an additional hire might mean additional tasks completed. But the hire also might split existing work, or save the city from hiring another full-time employee.

In recent years, the California Conservation Corps and local Conservation Corps have been established, with a more productive public sector employment experience than past efforts. However, the corps show far higher costs per participant than other training, at $14,000 per year for the non-residential program and over $19,000 per year for the residential program (compared to $1,000 per participant for job search programs and $2,500 per participant for classroom training programs).

Work experience in the private sector has been less expensive than the Conservation Corps while providing supervised and serious work environments. However, even with subsidies, programs like the major Youth Incentive Entitlement Pilot Projects found only 5 percent of employers willing to participate (and only 18 percent of employers willing to participate with a 100 percent subsidy).

[42] Dennis Gallagher, "Community Efforts to Link Education and Work", From School to Work: Improving the Transition, National Commission for Employment Policy, Washington, D.C., 1976, pages 141-172; Theodore Purcell, "Window on the Hard Core World", Harvard Business Review, July-August 1969, page 119; and Martin Levine and Barbara Ferman, "Youth Employment Program Success", Journal of Contemporary Studies, Volume 9, Number 3, Summer 1981.

[43] Seminar on High Risk Youth: Record of Proceedings, California Department of Education, Sacramento, June 8-10, 1984; and Your Invitation to Success, Final Report, Dropout Outreach Project, Los Angeles Unified School District, Los Angeles, 1985.

[44] Robert Taggart, Questions and Answers About the Comprehensive Competence Program, Mediation and Training Institute, Alexandria, Virginia, 1985.

[45] Michael Bernick, Op.Cit., Chapters 2,3,7 and 9; Merle W. Wood, Competency Based Instruction in Secondary Education, Fall 1975 Management Conference, Bureau of Business Education, California State Department of Education, Sacramento, January 1975, page 10; "Youth Programs and the Job Training Partnership Act: Developing Competencies and Standards", National Association of Private Industry Councils, September 1984; and Investing in Our Children: Business and the Public Schools, Committee for Economic Development, Washington, D.C., 1985, pages 20-36.

[46] Kenneth Auletta, The Underclass, Random House, New York, 1982.

[47] Martin Levine and Barbara Ferman, Op.Cit.

[48] Ibid.; and Findings on Youth Employment: Lessons from MDRC Research, Manpower Demonstration Research Corporation, New York, New York, 1984, page 19.

[49] Carol H. Weiss (Editor), Evaluating Action Program, Allyn and Bacon, Inc., Boston, 1972.

[50] Michael Bernick, "Illiteracy and Inner City Unemployment", Phi Delta Kappan, Forthcoming, Winter 1986.

[51] Judith Gueron, Lessons from a Job Guarantee: The Youth Incentive Entitlement Pilot Projects, Manpower Demonstration Research Corporation, New York, 1984.

[52] Andrew Hahn and Robert Lerman, Op.Cit., pages 37-61.

[53] Theodore Purcell, Op.Cit.; and Henry J. Aaron, Politics and the Professors, Brookings Institution, Washington, D.C., 1978.

[54] Gary Walker, An Independent Sector Assessment of the Job Training Partnership Act: Part II, Grinker-Walker Associates, New York, 1985; Transition Year Implementation of the Job Training Partnership Act, Westat, Rockville, Maryland, 1985; and "The First Nine Months of the Job Training Partnership Act: A Hispanic Analysis of the Grinker-Walker Report", National Council of La Raza, Washington, D.C., May 1985, pages 8-10.

[55] Kenneth Auletta, Op.Cit.

[56] Findings on Youth Employment: Lessons from MDRC Research, Op.Cit.

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[57] Handbook for Interagency Coordination, American Institute for Research in the Behavioral Sciences, Palo Alto, 1982.

[58] There are unresolved issues concerning the availability of these funds. The Carl D. Perkins Vocational Education Act (Public Law 98-524) requires that 22 percent of the basic grant be used for disadvantaged students in vocational education (approximately $12 million of the total $60 million allocation). Requirements in the Perkins Act concerning the allocation of these monies to disadvantaged students may complicate use of these funds.